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For action

Recommendation for funding for a short-duration country programme

Colombia**

Summary

The present document contains a recommendation for funding from general resources and supplementary funds for the country programme of Colombia with a duration of one year to support activities that will lead to the preparation of a full-length country programme. The Executive Director *recommends* that the Executive Board approve the amount of $840,000 from general resources, subject to the availability of funds, and $2,000,000 in supplementary funds, subject to the availability of specific-purpose contributions, for the year 1999.

* E/ICEF/1998/12.

** The figures provided in the present document are final and take into account unspent balances of programme cooperation at teh end of 1997. They will be contained in the "Summary of 1998 recommendations for general resources and supplementary funding progarmmes" (E/ICEF/1998/P/L.21).

Basic data
(1996 unless otherwise stated)

Child population (millions, 0-18 years)	14.64
U5MR (per 1,000 live births)	31
IMR (per 1,000 live births)	26
Underweight (% moderate and severe, 1995)	8
Maternal mortality rate (per 100,000 live births,1990)	100
Literacy (% male/female, 1995)	91/91
Primary school enrolment (% net, male/female, 1995)	90/91
Primary school children reaching grade 5 (%, .995)	58
Access to safe water (%, 1995)	85
Routine EPI vaccines financed by Government (%, 1995)	99
GNP per capita (US $)	$2,140
One-year-olds fully immunized against:	
tuberculosis	98 per cent
diphtheria/pertussis/tetanus	92 per cent
measles	95 per cent
poliomyelitis	93 per cent
Pregnant women immunized against tetanus	.. per cent

The situation of children and women

1. The current situation of children and women in Colombia has been affected by the widening scale and viciousness of the armed conflict, increasing social violence and insecurity. Colombian children have been seriously affected by the armed conflict over the last four decades. Of an estimated 1 million people displaced by violence, children and women are principally affected. The majority of the displaced now live in crowded marginal areas of Colombian cities.

2. In the 1990s, the country's economic policies have seen moderate achievements. Annual growth averaged 4.45 per cent for 1991-1995, dropped to 2.1 per cent in 1996 and recovered to 3 per cent in 1997. In 1996, the gross national product per capita reached $2,140 and the inflation rate was 18 per cent. It was estimated in 1996 that 55 per cent of the population lived in poverty, with higher percentages among the indigenous and Afro-Colombian populations and in rural areas.

3. In Colombia, almost 3.5 million children are not registered with the authorities. An estimated 2 million boys and girls are abused each year, 850,000 of them seriously. In 1995, hospitals treated 32,371 cases of injuries to children under 18 years, one third of them a result of intra-family violence. In the first half of 1996, 700 cases of sexual exploitation were reported, 85 per cent of which involved girls. In 1996, violence was responsible for 4,322 child deaths. On the average, six homicides of children occur each day in Colombia.

4. It is estimated that close to 2 million Colombian children aged 7-17 years work. Of working adolescents aged 14 to 17 years, only 1 in 10 has social security. They work 50 hours a week on average, compared to the legal limit of 26 hours for their age, and 20-25 per cent are in hazardous occupations. In urban areas, 784,000 children work in the informal sector. Seven out of 10 do not attend school. The Colombian Institute of Family Welfare estimates that about 30,000 children, almost 90 per cent of them boys, live in the streets of the big cities. The majority drop out of school and never return. Three out of

four are addicted to alcohol, drugs, cigarettes or product inhalation. The country has 34 centres with a total capacity for 1,600 adolescents in conflict with the law, but in 1996, the occupation level reached 330 per cent. Almost three quarters of children in conflict with the law are between 15 and 17 years old.

5. Most of the goals of the World Summit for Children have been achieved in Colombia. The national infant mortality rate was estimated at 26 per 1,000 live births in 1996. Nevertheless, in regions where poverty and indigence are endemic, the rate is as high as 76. The main causes of death are perinatal problems, pneumonia, bronchitis and acute diarrhoea. For the country as a whole, immunization and control of vaccine-preventable diseases for children under five years are satisfactory. Nationally, malnutrition was cut by one half from 1977 to 1996, to 8 per cent. The maternal mortality rate (MMR) is still high, at 100 per 100,000 live births (1990) according to UNICEF and the World Health Organization (WHO) (although the Ministry of Health estimated the MMR to be 78 in 1996), and there are regions where it reaches 130. The rate of exclusive breast-feeding remains low, at 11 per cent during the first six months. Since 1997, Colombia has fortified its flour with iron, folic acid and B vitamins. In 1998, the country was certified free of iodine deficiency disorders.

6. Only 42 per cent of children have access to public pre-schools (grade 0). Of 100 children entering primary school, 58 will finish grade 5 but only 40 will do so in five years and only 30 will complete the basic education cycle (grade 9). The national illiteracy rate is 9-11 per cent, but in rural areas, it ranges from 24 to 30 per cent. Around 2.7 million children between 14 and 17 years of age do not go to school. For the same age group, only 47 out of every 100 start high school, with 84 per cent coming from urban areas. The country does not have gender disparities in access to the educational system, which nonetheless faces important challenges in terms of improving the quality of basic and high-school education.

7. While many of the Summit goals have been achieved or are nearing achievement, health and education remain precarious, especially in the poorer regions, indicating continuing social exclusion of poor, indigenous and Afro-Colombian groups. Problems such as maternal mortality and access to water and sanitation remain a challenge nationwide. The most flagrant violations of rights affect children who are involved directly or indirectly in the armed conflict as child soldiers, are internally displaced or exposed to land-mines or are subject to abuse and exploitation.

Programme cooperation, 1993-1998

8. The country programme for 1993-1998 aimed to position children permanently as the main concern of the State and civil society and to develop a culture of respect for their rights. UNICEF supported the formulation of policies and programmes oriented towards achieving the goals of the World Summit for Children, which were expressed in the national plan of action, and worked towards ensuring integral attention to children, youth and women.

9. The previous programme of cooperation was marked by two distinct phases, 1993-1995 and 1996-1998, although the defining element of success for each was the internal strengths of the UNICEF office. The first period was characterized by disjointed sectoral operations that were found to be insufficient to address the changing needs of children in Colombia. Implementation levels were very low, averaging between 30 and 35 per cent. In the second period, the country office adopted management excellence as a starting point in defining the mission of UNICEF in Colombia. Organizational capacity was strengthened through team- building and joint responsibility for producing results in an environment which emphasized continued learning. The resulting improvement in the quality of UNICEF technical assistance and its corporate presence were indispensable in harnessing the capacity of national counterparts.

10. The second period saw two key changes in the country programme. The first was the emergence of children in armed conflict, previously absent, as a critical programme component, which then became the springboard for involvement in the peace initiative, a powerful force in rallying society around children and convincing society of the serious interest of UNICEF in addressing children's problems at the roots. The second was the reorientation of the existing basic services programme, and the Colombian components of the subregional Andean and Amazon programmes, from provision of basic services to local development with three components: (a) strengthening local management of service delivery; (b) strengthening community participation in local development and improvement in joint planning and design of basic services; and (c) generation of experiences from 24 pilot municipalities to serve as inputs to the national decentralization process.

11. Experience in the application of the Convention on the Rights of the Child to Colombia points to the enormous importance of social movements in affecting societal values on children's rights. In 1996, as part of the Movement of Children for Peace and Rights, 2.7 million Colombian children voted on their rights, selecting peace and life as the most valued. In 1997, adults organized their own Mandate for Peace, Life and Liberty; 10 million voters rejected the use of force against civilian populations and demanded an end to displacement, assassination, kidnapping and the involvement of children in the conflict. The lessons to the country programme are invaluable: (a) resonant themes such as

peace are a powerful mobilizing force; (b) children's participation is effective for rallying adults and constitutes an investment in a future generation that will be more respectful of rights and diversity; (c) working with organizations with positive track records facilitates access to human and institutional experience; (d) inclusion is an important factor in developing consensus and ensuring the widest participation of civil society; (e) the role of UNICEF is that of an impartial broker, except when the issue at stake concerns the best interest of the child; (f) children's voices become a powerful medium when backed up by adults' voices; (g) mobilization for children's rights has to be seen in a long-term context; (h) the role of the media is more than worth the investment made in winning its attention and cooperation; and (i) promoting the voice of children does not need to be seen as manipulation by adults.

12. After an arduous process in which UNICEF played a vital role, civil society's involvement in the reform of legislation relating to children has won sufficient support among parliamentarians and is ensuring broad-based debate on proposed legislation on children's rights. In addition, two important fronts were opened up when UNICEF helped to: (a) influence the effectiveness of social investment for children, starting with a "20/20" analysis; and (b) leverage private and public resources for children. This generated a growing sense of co-responsibility for children as evidenced by increasing financial contributions from the private sector for children's causes. Likewise, substantial increases in local government spending related to children have resulted from UNICEF assistance to the formulation of local development plans.

13. The 1996 mid-term review was attended by national and subnational government and non-governmental counterparts, and representatives of United Nations and bilateral agencies. It galvanized the transformation required for the country programme to increase its relevance to the situation of children and its efficiency and overall effectiveness. The revitalized programme included protection of children in armed conflict, became more global and intersectoral, and consisted of three programme areas: (a) public policy and children; (b) social mobilization and communication; and (c) local development. The shift was guided by the objective of promoting peace and respect for children's rights. The country programme recognized that such promotion is a long-term process and that the programme should support and leverage resources and forces in the country. Implicit in this direction was the promotion of equity, sustainable development and gender equality. Of course, UNICEF will continue to work towards the goals for the year 2000 and to ensure their sustainability.

14. The country programme for 1993-1997 was extended to 1998 using unutilized funds. The integrated budget exercise for the biennium 1998-1999 built on the programmatic directions agreed to at the mid-term review. The proposed short-duration country programme will allow UNICEF to discuss the formulation of the new programme with the new Government, which will assume office in August 1998.

Recommended programme cooperation, 1999

Estimated annual expenditure
(In thousands of United States dollars)

	General resources	*Supplementary funds*	*Total*
Public policy	300	280	580
Local development	280	660	940
Social mobilization and communication	260	1 060	1 320
Total	**840**	**2 000**	**2 840**

Objectives and strategies

15. The primary objectives of the country programme are to: (a) create greater awareness throughout society of the situation of children and women and further deepen and widen the mobilization of Colombians, especially children, to respect rights; (b) ensure society's response to the demands generated by the mobilization of children and adults by advocating with the Government and society the protection of children in armed conflict, child workers and abused and exploited children, as well as advocating compliance with the goals of the World Summit for Children; (c) continue advocacy with the central and local governments for more efficiency and

equity in social sector investment; (d) support adaptation of national legislation to the Convention on the Rights of the Child; and (d) continue support to local development, in the context of national decentralization, in selected urban marginalized areas and in rural areas with Afro-Colombian and indigenous populations.

16. The short-duration country programme will use the strategies of the 1996-98 period and will emphasize: (a) joint planning and team-building with counterparts; (b) a greater focus on children; (c) a combination of innovative actions that generate demand for children's rights and expansion of tested interventions; (d) continuous capacity-building for counterparts at all levels; and (e) leveraging of resources and movements by emphasizing co-responsibility.

17. In the event that the target for supplementary funding is not met, programmes will be adjusted by scaling back the local development and social communication and mobilization programmes, affecting mainly the coverage and number of projects in water and sanitation.

Public policy

18. The public policy programme will continue to ensure that children's and women's rights, in addition to peace and gender equity, are integrated in the development of social policies on a long-term basis. It will also promote public participation in social, economic and fiscal policy formulation to reorient policies so they better address children's needs.

19. Its main activities will include the leveraging of international, national and local resources to develop and maintain policies in favour of children and their families, especially the poorest. Using results of the 20/20 initiative, a joint project to ensure fiscal adjustments in favour of the social sector and the poor will be formulated with planning and fiscal counterparts. The programme will develop and conduct a course for key counterparts on effective programming for children. Children's and women's rights will be integrated in pilot social science courses in national universities to raise the consciousness of future generations of policy makers and planners in relation to children's issues from the rights perspective.

Local development

20. The local development programme will build on prior achievements and specifically address the following: (a) continued implementation of local development activities with a rights perspective in 24 priority urban and rural areas (Amazon, Andean and Pacific coastal regions), adopting the same strategy of strengthening local management, enhancing community participation and more efficient and effective provision of basic services funded by programme and local resources; (b) using lessons learned in the decentralization process and in work with such regional coordination bodies as the Regional Council on Social and Economic Planning and public administration schools that train local leaders; and (c) piloting the establishment of monitoring systems for children's rights in selected municipalities, giving priority to those covered by the Andean subregional programme.

Communication and social mobilization

21. This programme aims to continue and strengthen mobilization of children for rights and peace. It will further current achievements in placing children and women's rights and peace on the agenda of national and local leaders and opinion makers, promoting community and child participation on peace issues. It will support processes that create social capital as it relates to children. This programme also encompasses private sector fund-raising, greeting card sales and other activities to raise supplementary funds to finance the country programme.

22. The main activities are to: (a) develop a common strategy among non-governmental organizations (NGOs) for mobilizing children; (b) support participation by committed and more widely represented NGOs in the Ministry of Education's "Peace of 1,000 days" initiative, in order to strengthen the content of peace and rights in school curricula; (c) continue advocacy with relevant national institutions to take to scale experiences in preventing accidents caused by land-mines, psycho-social rehabilitation of internally displaced children and protection of child workers, especially those in hazardous occupations; (d) develop innovative strategies to respond to child abuse; (e) train journalists on the ethics of reporting on children and on perception of children's rights; (f) advocate to ensure legal and programmatic actions to comply with the children's mandate for peace and rights and the citizens' mandate for peace, life and liberty; (g) ensure full implementation of a social mobilization course in the *Universidad del Valle*; and (h) expand alliances with the private sector.

Links between programmes

23. The three programmes will be closely related to each other. Experiences generated in the local development programme will feed into the public policy programme. The local development programme will include a social communication and mobilization component and provide valuable experiences for the national social mobilization programme. At the same time both public policy and communication can provide strategic collaboration to the local development programme. The local development and the social communication

programmes will generate public participation to support work in the policy area. A permanent component of the three programmes will be leveraging of resources.

Monitoring and evaluation

24. The UNICEF Colombia office will conduct three programme monitoring exercises in 1999, two of them internal and one involving all counterparts, partners in the United Nations system and bilateral allies. The project committees set up under the previous country programme will be used to maintain continuous follow-up and make any necessary adjustments.

Coordination with other United Nations agencies

25. UNICEF will maintain close collaboration with United Nations and bilateral agencies in the implementation and revision of the country programme. It will strengthen its programmatic links through participation in United Nations thematic groups and other working groups established for specific geographical areas. The United Nations Educational, Scientific and Cultural Organization, the United Nations Population Fund and WHO will be close partners in meeting the goals of the World Summit for Children. The United Nations Development Programme will be involved in the follow-up to the 20/20 initiative, and the entire United Nations family in monitoring follow-up to the global conferences. The country programme will provide experience to and learn from the United Nations Development Assistance Framework process. Support from bilateral and United Nations agencies will be sought in activities emanating from the mandate for peace, life and liberty.

Programme management

26. Management of the programme will be coordinated by a team headed by the new Colombian Agency for the External Cooperation and include representatives of all ministries, institutions and partners of civil society, as well as UNICEF and other agencies. Similar operational committees will continue to work in the municipalities where local development plans are being implemented. The generation of adequate alliances will be essential to leveraging and mobilizing resources to achieve the proposed objectives. Management excellence will be part of the process at all levels.

TABLE

LINKAGE OF PROGRAMME BUDGET AND STAFFING/STAFF COSTS

COUNTRY : COLOMBIA
PROGRAMME : 1998-1999

PROGRAMME SECTION/AREAS AND FUNDING SOURCE	PROGRAMME BUDGET				POSTS a/										STAFF COSTS b/		
	GR	FSF	NSF	TOTAL	D2/L7	D1/L6	P/L5	P/L4	P/L3	P/L2	IP	NP	GS	TOTAL	IP	LOCAL	TOTAL
GENERAL RESOURCES :																	
SOCIAL MOBILIZATION AND COMMUNICAT	260,000			260,000	0	0	0	0	0	0	0	1	2	3	0	104,429	104,429
PUBLIC POLICY	300,000			300,000	0	0	0	0	0	0	0	1	3	4	0	136,536	136,536
LOCAL DEVELOPMENT	280,000			280,000	0	0	0	0	0	0	0	1	2	3	0	148,728	148,728
PROANDES	0			0	0	0	0	0	0	0	0	0	0	0	0	0	0
AMAZON SUB-REGIONAL PROGRAMME	0			0	0	0	0	0	0	0	0	0	0	0	0	0	0
TOTAL GR	840,000			840,000	0	0	0	0	0	0	0	3	7	10	0	389,693	389,693
SUPPLEMENTARY FUNDING :																	
SOCIAL MOBILIZATION AND COMMUNICAT		290,550	769,450	1,060,000	0	0	0	1	0	0	1	1	1	3	118,831	80,394	199,225
PUBLIC POLICY		0	280,000	280,000	0	0	0	0	0	0	0	0	0	0	0	0	0
LOCAL DEVELOPMENT		0	660,000	660,000	0	0	0	0	0	0	0	0	0	0	0	0	0
PROANDES		0	900,000	900,000	0	0	0	0	0	0	0	0	0	0	0	0	0
AMAZON SUB-REGIONAL PROGRAMME		0	500,000	500,000	0	0	0	0	0	0	0	0	0	0	0	0	0
TOTAL SF		290,550	3,109,450	3,400,000	0	0	0	1	0	0	1	1	1	3	118,831	80,394	199,225
TOTAL GR & SF	840,000	290,550	3,109,450	4,240,000	0	0	0	1	0	0	1	4	8	13	118,831	470,087	588,918
SUPPORT BUDGET		Operating costs		209,440													
		Staffing			0	0	1	1	0	0	2	4	9	15	254,232	520,131	774,363
GRAND TOTAL (GR + SF + SB)					0	0	1	2	0	0	3	8	17	28	373,063	990,218	1,363,281
Number of posts and staff costs:																	
Current programme cycle											3	7	17	27			
At the end of proposed programme cycle (indicative only)											3	8	17	28	373,063	990,218	1,363,281

GR = general resources.
SF = supplementary funding.
FSF = funded supplementary funding.
NSF = new supplementary funding.
IP = international Professional.
NP = national Professional.
GS = General Service.
SB = support budget.

a/ Each post, regardless of its funding source, supports the country programme as a whole.
b/ Excludes temporary assistance and overtime.
c/ The supplementary-funded PROANDES and Amazon subregional programmes were previously approved by the Executive Board.